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Trustee responsibility:a report on trust



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Trustee Responsibility

A Report on Trustee Workshops

"A Time for Great Things"

June, 1968

Montana State Library
930 East Lyndale
Helena, Montana

1968

FOREWORD

In June 1968 the Montana State Library and the University of Montana jointly sponsored a series of trustee workshops. Meetings were held in Missoula (June 8), Great Falls (June 11), Glasgow (June 13), and Billings (June 15). Some 200 persons attended the various meetings. The State Library views this series as the first in an ongoing annual program to forward public library development through trustee education.

Funds available to the University through Title I of the Higher Education Act, and to the State Library through Title III of the Library Services and Construction Act supported the workshops.

Published in these proceedings are the five major papers of the workshops. Mrs. Grace T. Stevenson, former Deputy Executive Director of the American Library Association, served as consultant for the series. Dr. Richard Shannon and Dr. Gardner Cromwell, of the University of Montana; Mrs. Velma Pemberton, and Mrs. Margaret Warden, were also speakers. Not included in this publication are reports of the general discussion following each talk, and of the panel discussions which at each workshop were presented by local librarians, trustees, attorneys, and city councillors.

DAVID R. HOFFMAN
Coordinator of Library Development

A Time for Great Things

By MRS. GRACE STEVENSON, Consultant

A first reaction to the title of these institutes might be that it is a little pretentious, but on further consideration it is apparent that the title is frighteningly realistic. Great things have been happening in this world, of which we are all so inescapably a part, for the past half century, and whether we like them or not, whether we consciously take part, or unconsciously or deliberately withdraw, we are all ultimately affected by them.

I speak of "great things" in the sense of those historical events that by their magnitude, or their nature, eventually, to some degree, affect the lives of an enormous range of human beings. Sometimes this effect is immediate and overpowering, sometimes so gradual that we are almost unaware and fail to attribute the change to the initial cause. Sometimes their effect is catastrophic, sometimes they constitute a boon to humanity, and often neither the good nor the bad effects can be assessed in their entirety for a long time. Together they constitute a world revolution and forecast changes, over a considerable period of time, in the social order of the world which it is fatal to ignore.

Any one of you can make a list of such events, many of us here have lived through some or all of them. There was the First World War which brought an end to a social era and set in motion a series

of events which have not yet come to an end; the Russian Revolution, with its Marxian philosophy which has so affected the political events and thinking of our time; the acceptance of the Freudian psychology in our thinking; the depression of the thirties which made this country, and others, more cognizant of their responsibility for the physical welfare of their citizens; the Second World War which resulted in a tremendous readjustment of the world balance of power, the destruction of colonial empires and the emergence of new nations; the explosive force in a vastly increased world population, and the mobility of the population. These are all a part of a world revolution which has been going on for half a century and is presently demonstrating itself in wars, on the college and university campuses of the world, and the streets and factories of the United States, of France, and elsewhere. These demonstrations are evidence of the dissatisfaction of people with institutions, with social and economic conditions everywhere, and they are coupled with a demand for participation in the formation of decisions which will affect their lives. We may not like these manifestations, but to disregard them is dangerous.

What does this have to do with public libraries? Public libraries are among those institutions established in the nineteenth century, which

may, just possibly, not fit entirely into the social needs of today — which may need some rather drastic changes in their philosophy, purpose and practice. The public library is also the institution, which if it is doing its job competently, will enable people to participate more intelligently in the formation of new institutions, revamping some of the old ones, and arriving at a more equitable social order everywhere.

The historical events mentioned above were world shaking and, in some cases, catastrophic. All of them effected major social changes. But there are other changes, in a world characterized by change, that affect libraries more immediately. One of these is the increasing urbanization of our country, the shift of a large portion of the population from rural areas to the metropolis. The creation of a satisfactory physical and social environment for these people means changing old institutions and services, including libraries, and establishing new ones, developing a new philosophy of urban living and of governmental responsibility for the well being of citizens, both those who flee to the cities and the dwindling few who remain in the rural areas.

A part of that well being is the assurance that every citizen will have an equal opportunity to realize his full potential and to make the best contribution of which he is capable to his community and to society. An important factor in

achieving this is the availability of more and better educational opportunity for everyone. Libraries are an integral part of the educational system of this country and they should constantly examine their programs and activities to determine whether or not they are meeting their educational obligations adequately. In doing this the public library should not plan in a vacuum. Library service to the people of Montana, to the people of the Northwest, to the people of the United States, is the joint responsibility of several kinds of libraries. Most of these libraries spend public funds and they owe to the public which supports them the most judicious use of those funds. This means an understanding on the part of all libraries of the various responsibilities and programs of other libraries, and joint planning for an overall library program which will augment and supplement the state's formal education without overlapping or gaps in service. The people whom the libraries serve should be brought into the planning also, their ideas considered and full recognition given to their contribution. Montana's **Plan for Total Library Service**, the plans for cooperation outlined under the state plans for the implementation of Title III of the Library Services and Construction Act, can strengthen the services of all libraries of the state.

Montana's plan includes another aspect which is a part of today's world changes—the automation of various library functions. There is

less controversy about, and less fear of, these innovations than there was, and we should neglect no opportunity to use the new methods wherever appropriate, keeping very flexible in their application since they will probably develop and change rapidly in the coming years. We should make use of any method that will, with a reasonable expenditure, lighten routine, thereby leaving the librarian free for more creative work.

Mental flexibility is an important characteristic of the trustee of today's library. Cooperation with other libraries within systems, or with different types of libraries all striving together to provide statewide library service, may necessitate changes in organization and operation, the establishment of new services or the abandonment or change of other services. There should be an ongoing process of evaluation to make sure that the library's program continues to meet changing needs. Policies regarding library materials require flexible and receptive minds, also, in these days of the multi-media approach to information and education, of new art forms and freer expression. Acquisition policies must take account of the fact that it is the content, not the form, of information, which is important, and allow for addition to the library's collection of any form of information which is useful. Though we may not like modern art and find some of the freer forms of expression not entirely to our taste,

these may be authentic reflections of our time and people have a right to expect that they can become acquainted with them through their libraries.

The library is still the place where the individual should be sure that his individual needs and desires will be considered, where he can obtain the far out art book or print, complex technical information, the book that will help him improve his low grade reading ability, or a film on human reproduction for his child. There must be total and equal service for all from the child just beginning to enjoy a picture book to the adult seeking information about public issues on which he will be required to vote. The library should offer to child or adult the opportunity to expand his horizon, to deepen his appreciation of the achievements of the human mind and spirit, by making available to him a selection of the best in art, music and literature, to open to him this dimension of another world the satisfactions of which many people remain unaware of throughout their lifetime. In our struggle to build a new continent and in some, perhaps, less worthy struggles, we have not laid enough stress on the non-material things, those things which may butter no parsnips, but which do inculcate a sense of the human values so badly needed in today's world. It is the lack of these values in much of the world's population which is causing some of the unrest prevalent in our time.

Americans have always been inclined to band together to do or to get what they want and this tendency has increased with the increase in population and in the complexity of our lives. Some of these groups are organized and easily identifiable—others are sections of our economic and social life which must often be sought out, informed about what the library can offer them and encouraged to use its resources. Every librarian worth his salt knows and works with the organized groups in his community, but how aware are we of the unorganized groups, how well have we succeeded in identifying them or providing materials for their special needs? These include the under-educated, the handicapped, the aged, the oppressed minorities, the economically deprived people who normally know nothing about the library or are unable, or too timorous, to use it. Every community has some of these people in its population and although the world has often acted in complete disregard of them it is nevertheless true that a nation's greatest resource is its people. The extent to which the talents and abilities of all its people are used is reflected in the greatness and stability of a nation. Every local library has a responsibility to do its share in enabling these people to lead satisfactory lives and to make their contribution to society.

The resources to achieve such a comprehensive service, particularly in states like yours and mine, can

be made available only through library systems and other forms of cooperation. Your Montana Plan for Total Library Service outlines a frame work for achieving this co-operation and the federal funds will assist in its realization. I know what all of you are thinking—this isn't enough money—and it isn't—and I have never known a state that did have enough money, but you have what your recent forebears did have—courage and strength and willingness, and much can be accomplished with these as a beginning. Add to that good will, a determination to get the job done, even though it may mean some compromises, some self effacement, some relinquishment of local or personal authority to achieve an overall good and you are on the way to improved library service for your state.

As trustees of Montana's public libraries you are the decisive factor in whether or not those libraries will do their share in achieving the American dream. There is no community so small, no human being so insignificant, but what they play a part in this great national undertaking which seems so imperilled just now. This is a true meaning of the "falling of the sparrow". Even inaction becomes action and having accepted responsibility for the guidance of an important community institution your community has a right to expect the best you can do in return for the confidence they have placed in you. You have been

chosen to fulfill a public trust in providing modern library service.

What does the public and the library staff expect of its trustees? First of all, a real interest in libraries and a willingness to work at the job. Securing an appointment to the library board just to get your name in the paper, or your picture pouring at a library tea, or to further some other ambition, is short changing the people who put you there and doing both the library and the community a disservice. Your interest must extend to informing yourself about your legal responsibilities and the state library laws in general; what the stated objectives and policies of your library are; what services the state library provides; what library systems are, if your state has any and, if so, what are the advantages and obligations involved in system membership; what the provisions of the Library Services and Construction Act are and what effect it has had on your state. Are you prepared to attend board meetings regularly and to accept committee assignments for the board?

When you accept the trusteeship of your library you become a part of the local government and will be expected to work with government officials, sometimes invidiously known as politicians. Working with them on behalf of the library, its budget, personnel, bond issues for buildings, is all a part, and an honorable part, of the political process that keeps the wheels of govern-

ment turning. This can be an interesting and enlightening experience —make the most of it.

The important function of library trustees is to establish the policies which govern the library. What is a policy? I have seen two definitions which I like. One says a policy is a course of action adopted and followed by a government or other body; the other, a policy is a statement that forms a basis or foundation for procedure. Boards make policy concerning extent and kind of library service and opening hours; book selection; business management; personnel or other areas in which broad outlines of procedure need to be established. When the policy has been made it is the librarian's responsibility to administer it. The day to day management of the library must be in his hands guided by the bases which you have established. There are at least two sure ways to wreck a library—by having the board meddle in administration, or by having the librarian disregard board established policy. Your personnel policy may include the provision of funds for staff to attend professional conferences, but the librarian should decide who shall go. You work out a well stated book selection policy, but the professional staff chooses the books. If there is criticism of the administration and the administrator has followed policy faithfully you have an obligation to back him up. This is true if you, personally, did not agree with the particular policy. The majority

opinion of the board in the matter must be upheld.

Another important function of the library board is the securing of financial support. Trustees should know the legal basis of the library's financial support as well as other possible sources of funds such as state and federal grants, gifts and endowments. Preparing the budget and presenting and defending it before the granting bodies is of primary importance. Since trustees are usually representative of the population served, and people of consequence in their own right, they can do a great deal, informally, to encourage support among the citizens for better library financing thus influencing the fund granting bodies. All of the trustees' relationships with the community have great importance. They are the link between the library and the people who use and support it. They can render an inestimable service in helping people to understand the library, what it means to the community, its resources and its needs. A sympathetic and understanding attitude on the part of the general public, built up over a long period of time, is a great strength when you are seeking increased support, a bond issue, or when the library is attacked for some reason. Trustee contacts with individuals and organizations can be, in many ways, more important than those of the staff. This is also true in many instances of relations with government officials. A library board member can plead for salary

increases, or a change in personnel policy, with better grace and more influence than the librarian for there is no hint of self seeking involved.

The library staff is a major concern of the trustees for no library is better than its staff. The employment of a well qualified, competent librarian is their first responsibility and the welfare of the total staff should be a chief concern. Today a staff with skills different from some of the more traditional ones may be needed. Staff unions are once again becoming a part of the picture and need to be considered in staff policies. It is to the library's advantage to provide opportunities for continuing education and professional improvement for the staff. Attendance at professional conferences and workshops is rewarding for both staff and trustees. Every trustee should be an active member of the state trustee association. Working with other trustees in the state, exchanging experiences, discussing common problems, gives you a broader picture of library trends and by working together you have the strength to procure better library services for your own community and the state. That there is nothing new under the sun is pretty true. The problem you are wrestling with today may have come up in another library yesterday and that board's solution might be helpful to you. Library literature is full of descriptions of what other people have done in circumstances which

may be similar to yours and if you are a member of the professional organizations such as the Montana Library Association or the American Library Trustee Association, you receive these publications. Reading them is a good way to keep up with the new developments in librarianship and library service. Your success in providing good library service will depend on how well you inform yourself and how well you use the information which you have.

Membership in professional organizations also makes you more effective in discharging another obligation of trusteeship—working for library legislation. Sound legislation is the basis of any good library and there is frequent need to have legislation altered, improved or for new legislation. Here trustees can give some of their most effective service. They often know, or have friends who know, state or national legislators and you all know the value of the personal approach. Legislation is usually formulated by a knowledgeable group within the association and supported by the concerted efforts of the association members, the trustees playing a valuable and indispensable part in this effort. The American Library Trustees Association presented a pilot workshop in St. Louis last month at which time they discussed some common elements which distinguish state trustee organizations. You will hear a report on that workshop later.

It is an accepted fact that small,

independent libraries cannot give to their communities the kind of service to which people are entitled. Life has become too complex for small communities and institutions to stand alone. The American Library Association has completed a study, to be published soon, that confirms the theory, now in practice in many places for a number of years, that systems of libraries provide the best service. There are very few libraries in Montana that alone can supply even reasonably adequate service for their people. A well known trustee once asked how would it be if the local post-office were a separate entity with service limited to its own municipality. A completely independent library is in the same position. Every resident in the state, in the remotest areas, has a right to have access to whatever information he needs. Access to the wide range of library materials necessary to satisfy the diverse needs of a varied population can only be achieved through the pooling of efforts and resources in larger units of service such as the federations that have been established in Montana. As a library trustee you have an obligation to provide the people you serve with the best library service obtainable. You have no right to limit them to the narrow range of resources which you can provide locally. You must open to them the channels to every resource available in your region, the state and the nation.

You can see that the good library board of trustees must be made up of men and women who combine the knowledge, courage and characteristics of a statesman, lawyer, businessman, and public relations man, with a touch of the angel.

Most of us, being merely mortal, can only strive toward this, but good boards have demonstrated again and again what they can do to improve and extend library service through their collective acumen, good will and hard work. The continuation of the trustee function depends on effective trustee action for the question of the obsolescence of trustees is brought up frequently. Morton Kroll in his study of libraries and trustees, **The Public Libraries in the Pacific Northwest**, questioned whether the board of trustees was the best organization for carrying the mission of the library to the community. The tendency of government officials to deal directly with the librarian as a source of specialized knowledge and the growth of the city manager form of government have also brought into question the efficacy of the board of trustees. The continuance of the trustee function depends on the trustees themselves—how well they inform themselves on library needs and developments and how well they act on that information.

You have accepted a big responsibility, but you have also been offered a chance to help the libraries of Montana assume the constructive role which they must assume in our

society. Ours is a democratic society dependent upon individual decisions the soundness of which rest upon free access to information. To quote Dr. Lowell Martin, "A mature society such as ours will survive only if it provides a place for fresh ideas and renewed values. It is easy for institutions, like individuals, to fall into a pattern, to repeat the rituals that worked in the past, to resist new concepts . . . The public library is not the only instrumentality for carrying new ideas, but it is one of the most important."

If there was ever a time when the United States needed fresh ideas and renewed values it is today. Wringing our hands and crying "What can I, one individual, do?" is neither a solution, nor is it true. Momentous decisions are not made at top level with no reference to you and me. No government can survive for very long if it gets too far away from its people. What happens in Helena and Washington, what goes on in our city streets and rural slums, does come back to us. It is the beliefs and attitudes, the intolerance or compassion, the ignorance or enlightenment governing the actions of all of us that set the life pattern of our country. If enlightenment will help, and if we believe in a democratic society we must believe that it will help, then the library, and you as library trustees, have an important role in solving the problems of the nation.

The late Congressman John Fog-

arty, a trustee from Rhode Island, and a great friend of libraries, said not long before he died, "In considering our responsibilities as public library trustees, we must never lose sight of the constructive role which the library must assume in society . . . Ours is a leadership task—to promote an orderly transition in a period of extraordinary tension . . . The stakes in our efforts are, at the least, the continued freedom and enlightenment of individual Americans. The stakes may also be the continued vitality of Western civilization and the survival of man-

kind upon this earth. In either case, can any of us do less than our best for the progress of our libraries?"

It is a "time for great things" and the smallest library in Montana has a part to play in making these great things result in good for our country and for all humanity. The freedom and enlightenment of the people in your community are partly in your hands. To repeat Mr. Fogarty's question, "Can any of us do less than our best for the progress of our libraries?"

Profile of Montana

By RICHARD E. SHANNON, Professor of Economics
University of Montana

I have been curious for a great many months as to the particular role that I would play in this program for library trustees. I am still somewhat curious about the role I will play because I got up this morning and after I got dressed and fixed my Sanka I went downstairs and turned on the television to see the beginnings of the Kennedy funeral. After a few minutes of watching the eulogy that was presented by his brother, Ted Kennedy, and after watching the dedication of eight of his children in their presentation to the Archbishop of New York I tore up my remarks and decided it was time to start over, to tell things as they are, and to begin anew. So, I ask you to listen with me, perhaps I will be more amazed at what I say than you will be.

I'm a native of Montana, born over at Hardin, I lived at Lodge Grass, Dillon, Lewistown, Bigfork, before I was confined to purgatory for 14 years and was then allowed to return to Montana. I have always been very proud of being introduced as a Montanan. I was thoroughly humiliated, however, a few months ago when, after having been so introduced the next speaker got up and said; "Unlike the previous speaker I am not a Montanan by accident but by design." Then I realized that I too am a Montanan

not merely as a result of the fact that my parents came out here many years ago as Baptist missionaries in this state but also because I willfully chose to return knowing precisely what I was doing, realizing that major economic opportunity rested elsewhere. Willfully, I chose to return, knowing the economic problems of Montana and willingly accepting these in advance. I want to emphasize this, because this attitude of mine toward Montana, conditions in large measure a great many of the things that I intend to say in the next few minutes.

The title for my talk is taken from an article that Maxine Johnson wrote for the State Librarian of Montana and was put in the program since they didn't know what I was going to talk about. So we first want to give credit to Maxine Johnson for this article that you will find in **A Time for Great Things**. I'd like to call your attention to just a very few items with respect to the nature of Montana in terms of its "Economic Profile". I don't feel compelled to discuss this with you at any great length for several reasons; one reason is you have this two page brief summary. It is available to you. The second one is that I think it would be presumptuous of me to belabor the nature of Montana's economy at any length. Many of you have lived in Montana

and have been involved in public services in this state far longer than I have been. You know your state. You know your area. You have worked and are working in the area of public service. It would not be either wise or intelligent of me to try to tell you what your area really is like—you know it.

Montana's economic growth has lagged behind the rest of the country. This is obvious to us all. It is not only obvious, but it has become one of the best excuses we have been able to find for inaction. We have used it as an excuse. I don't mind admitting the fact of lack of growth but I do mind very much using it as the device for inaction. Second, we are all aware that over the course of the last decade or so here in Montana the number of job opportunities has come in the areas primarily where pay levels are relatively low. The net result of these forces, plus a few additional ones we could mention, is that the per capita income in Montana is below the national average and has been for a substantial bit of time. I think every economist that talks before an audience must have a statistic or two to throw out in order to be respectable and so I'd like to throw out just one or two statistics to amplify my last remark. For 1967, per capita personal income in the United States reached the level of \$3,137. I'm reading this out of a government report that I received yesterday. In Montana our per capita income is substantially below

that; it's not a little bit below, it's substantially below. The national per capita income was \$3,137; in Montana for 1967 it was \$2,759. That is a substantial difference. We're not talking about something that's minor. I would also like to comment that this is true for all the Rocky Mountain states really. All the Rocky Mountain states are below the national average in per capita income. In Idaho its less than it is in Montana, \$2,608, in Wyoming its a little higher, \$2,997, in Colorado its a little higher, but still below the national average, \$3,086, in Utah its less yet, \$2,617. When we look at the states in the far West, even Oregon is below the national average by approximately \$100. All of these states could use the same excuse for lack of public service.

Many people in Montana, many who are in positions of leadership throughout our state, argue that of course a high level of public service in many areas is desirable. Some will go so far as to admit that if we are to be considered civilized these services are essential. But then they turn around and argue that even though these services are desirable, indeed essential, we still must do without since our per capita income is below the national average. They argue we really can't do what others can do elsewhere. Now I would like to suggest to you that this alone is the greatest piece of nonsense and the worst single myth that dominates the present day mentality of those of us in Montana.

I have been quite interested in the recent election campaigns that have been carried on across the state. I must say I was quite interested but I didn't vote in the primary for very many people, as a matter of fact. If my memory serves me correctly, on my party ballot I put three X's and crossed out everything else. I did it because I refuse to vote for political nihilism. It seemed to me that the candidates, and this is true of both parties, were basically arguing that we cannot afford to live in Montana. My response to them is the same response that I give my students if you can't stand the heat—move, go elsewhere, we do not need you, your mentality, or your leadership in this state. I do not believe I can emphasize this too strongly.

We have major economic problems in a state like Montana, we always have had and we always will have as compared to the rest of the country, at least on the average. We will especially have these problems as compared to states that have much denser populations. There are prices attached, real costs attached, to living in a state like Montana. There is a price attached to our space, our relatively pure air. We recognize these facts as conditions that have a cost attached. There are serious costs attached in a state that is as large as this state and that has as widely dispersed a population as we have. The costs of government for minimum public services are higher in sparsely popu-

lated states and in such communities than they are for the United States as a whole. County government expenses are higher, primarily because of the costs of maintaining roads. We know this, we are Montanans. We have chosen to live here. We have chosen to live out at the end of the rainbow and to plow the road to its inhabited end so that we can get in and out of town, and incidentally to that public library—if it exists. We are aware that the costs of civilized city government are expensive when the size of the city is small. We are aware that the costs of public school education is high in Montana and traditionally we have willingly borne that burden.

Now privately we often complain. We talk about waste. We talk about how expensive things are. Then we go forth relatively cheerful and vote for mill levies after having audibly done our complaining, because we know the facts of our economic life. We are aware that in order to maintain an average quality education in Montana, in our elementary and secondary schools, that we must be among the first in the nation in our per capita expenditures on education. This is one of these things that we conveniently forget from time to time.

I want to spend just one moment on it because I want to comment in very simple terms why this is not only true today, but it will be true 50 years from now. (It was true 30 years ago also.) The reasons are very simple. Nationally we can

have about 26 to 28 students per classroom unit in elementary or secondary education. In Montana we have just better than 21 per teacher. If we had the maximum amount of consolidation of schools that is possible, I mean bussing students as far as we reasonably could given safety, we would only have 22 students per classroom. Now the difference between 22 and 26 or 28 is a very substantial differential when you realize that the biggest single expenditure in education is for teachers. Teachers hired on a competitive basis. If I had a blackboard up here, which unfortunately we don't have, I would show you this in simpler terms for a difference of 4 students per classroom is an almost 25% increased cost per student. That's what 4 over 22 means. We're not talking about something that is an easy problem, that wise administration of public school expenditure can alleviate. We're not talking about something that through classroom crowding you can really change. What you could do if you wanted to substantially change this would be to abolish all schools that have less than 200 students in them and say, "It's just too expensive to do this through government, through society, and if you want to live that remotely, you don't need a public school education in Montana." That has never been our response in this state! But that is the only way I know of to reduce the per capita expenditure on public school education and yet maintain

minimally adequate schools in Montana in comparison to the nation as a whole.

I mention this for this reason: out of every \$600.00 paid in property taxes in Montana \$335 goes for public schools. When people talk seriously about substantially reducing property taxes in Montana they are talking about substantially reducing our commitments in the field of elementary and secondary education. It's just like when people talk about seriously and substantially reducing expenditures at the federal level, they're talking about cutting our military and international commitments. This is where the discretionary money is spent. The same holds true in higher education.

When it comes to per capita expenditures out of tax money in higher education, Montana again is one of the first in the nation and for very practical reasons. We are not like the state of Ohio, we have relatively few students in private schools. The bulk, roughly 85%, of all students attending higher education facilities in Montana are in public institutions. In a state like Ohio, where there are well over 50 private colleges a very large percentage of the total enrollment in higher education is in non-tax supported schools. This is why we spend so much per capita. This plus the fact that our young people come out of by-and-large intelligent homes, where people have read, where they have honored public

schools, and where they honored the process of education with the net results that a much higher percentage of young people graduating from Montana high schools go on to college than is true for the country as a whole.

As educated people we recognize these problems, we recognize the cost attached, and by and large we recognize the benefits. And the students recognize the benefits. By and large the students on this campus and I am sure this is true of the other five state campuses in Montana, are aware of the costs and the benefits of public education.

I have belaboured these few items because I wanted to set the theme that as Montana citizens we are aware of the price we pay for living in this state. If we want lower per capita costs and good quality education we know that we must move to states that have higher densities of population and higher incomes per capita in terms of the economic opportunities within those states. The fact that we sit here means we did not make that choice. For many of us it means we don't intend to make that choice.

The people in Montana if they're anything like the people in this community, want and demand improved public service whether that improved public service is a new city hall, or that improved public service is better bridges over Clark Fork, whether that improved public service is sewer service (something that in our antedeluvian men-

tality Missoulians should have incorporated into their planning at least 30 years ago but didn't), or improved streets.

Do any of you listen to "Party Line" on one of our local radio stations? I'd suggest that you do because it is a lesson. It affords an opportunity, I think, to learn what a great many people in this community are thinking — particularly people who don't enter public libraries. I'm positive they don't enter public libraries on the basis of what they say in their comments. But they are a large percentage of the population of the community. Any one in public service needs to know what they're thinking and how they're thinking.

In spite of all the criticisms of government one hears from them, one becomes very much aware that even though they do not approve of this, that, or the other thing, they want improved public service. And they want to understand it and they want to understand what it costs and why. They do not want to be left out. They represent a part of the demand for services of this kind.

One piece of evidence that I would offer you is this. Here in Missoula we have the Missoula Civic Symphony Association of which some of you are members. This represents, I would say, a major cultural effort in a community of this size. It's indeed a major cultural effort. Our Symphony by the way has been compared very favorably to symphonies in cities much larger. Our Symphony puts

on four concerts per year, it is paid for through voluntary subscriptions. It costs about \$4,000 per performance to put it on with an unpaid orchestra. I was co-chairman of the membership drive or the fund raising drive this spring and to my amazement we were able to raise almost \$13,000 without any real hard pocketbook arm-twisting within a matter of two weeks. The most money the symphony has ever been able to raise and we're only about \$2500 short of our drive. This community is willing to spend approximately \$15,000 next year to put on the Symphony.

What would Missoula be willing to pay, if it were approached, to have a free public library that was adequate: adequately housed, adequately stocked, adequately staffed? I maintain that we don't truly know the answer to that question in this community today.

In the last few years in Montana that has been great change. Any of us who are natives or who have lived in this state for a long period of time are very much aware of this change. The change that I recognize as being the most fundamental change that has taken place in this state has been the recognition of a need for planning and a commitment to planning. The commitment to planning has involved not only the State Library, but it's involved higher education in terms of the master plan for the state as a whole. It's been involved in planning a state highway network for

the federal-state highway system. It's been involved in planning for up-dating and revision of a large portion of the legal basis of this state. It's been involved for the planning for public service whether these be in recreational areas, or in the area of city government. We have developed a planning commitment in this state that was amplified some months ago by the Governor. The Governor amplified this by making one agency, The Bureau of Business and Economic Research of the University of Montana the sole coordinating agency for statewide planning through which all federal funds in the planning area were to be channeled and handled on a coordinated state-wide basis (although I don't believe this included libraries at all). Today, we are aware of planning, we are aware of its advantages, we are aware of its costs, we are aware of the prices that are attached to it.

The modern role of planning has been recognized for a long time by the State Library. For the last ten years, if not longer, we have a realization of the need to plan realistically to work toward coordinated goals on a state-wide basis in a cooperative manner. We have had in the last few years a major expansion in the budget of the Montana State Library. We can look forward, cheerfully, to again a major expansion in that budget in the immediate future. We are more and more aware of this as a result of the changed nature of the legislative

mandate that the Montana State Library has received. We have begun to develop in a positive way cooperative arrangements within counties —interlibrary area, between counties in several parts of the state through the emerging federations of library service. We have developed cooperation between cities, between counties, between the Montana State Library and with modest, I want to stress this, with modest amounts of help from the federal government in the area of library services, materials, structures, planning and co-operation. While these modest federal funds have been terribly important to us in terms of being able to get things going, to get things started, they represent a very large amount of money as compared to the small amount of state money we spend in Montana for state-wide library service.

In closing I would like to say a few additional things in a slightly suggestive way. It is "Time for Great Things" in Montana. It always is. It is a little more so today because we recognize rather explicitly that only great things are possible, nothing else is really acceptable as a solution to the kinds of problems we face. We're not an average state. We don't have average solutions to our problems. It's a time in Montana for leadership, not just leadership at the state level, we always have a degree of leadership there. Whether you like it or not is another question; but we always have leadership there.

It's a time for leadership at the local level and more and more communities in Montana are discovering that kind of leadership. It's time for those of you who are librarians, who are trustees of libraries, who are county commissioners of libraries, who are on City Councils appointing city library boards, to recognize that it's leadership, local leadership, that is being demanded in this country in the area of public service. It is one thing for the federal government or state government to facilitate the process, but that's all they can do. The process is a local one and must take place at the local level.

It's "A Time for Great Things" in an area of courage. The courage on the part of librarians, library boards, to stand pat for small things —like library budgets—that are essential for this state. Library expenditures in Montana as compared in any major category of public expenditures for services represent a small, very small item. In the "Montana Profile" it was pointed out that we spend about a dollar and three-quarters per capita per year for public libraries—less per person than the price of admission to a first run major movie or a high school play. The courage to stand pat for small things honestly conceived and honestly developed like adequate library budgets. There isn't a community in this state that couldn't double its library budget and not know it in terms of taxpayers response. We're talking

about something that has no larger an impact than whether or not they put the state-wide two mill levy on for the state general funds or not. We're not talking about something that's big. It is big to us as operating funds, it is not big in terms of the total cost of government, or the total response to that cost in this state. We don't spend as much on libraries as we do on basketball in our high schools.

It is "A Time for Great Things" in the area of honesty. In honestly facing the real possibilities of our situation. Of recognizing that the reason we have not been doing great things in the area of libraries is because we haven't done our job. It hasn't been because Joe hasn't done his, it's because we haven't shown the positive and creative leadership ourselves. We have used all the mythical excuses available in Montana: we can't afford it, we aren't doing as well as the rest of the country, per capita income in this state isn't too good, we've got to recognize that there's just been a long strike and we just can't survive. Honesty in recognizing the facts of social needs in our economy, plus the fact that we may well stay at less than the national per capita income. (The promise and the expansion of job opportunities is well apt to come in areas like recreation and other fields of public service where salary levels are lower than they are for the nation as a whole. Everytime somebody tells me that we're going to have a vast

expansion of Montana, that our booming industry is going to be recreation, and that as a result of this we're going to have fantastic progress I want to say to them "Please return to the 6th grade and start over." The areas primarily servicing recreational and vacation opportunities are job opportunities that pay less than average wages. When you expand in a state those areas that have less than average wages instead of those that have higher than average wages what has to happen to the per capita income in the state as compared to the nation as a whole?)

One last item I want to leave with you. It is also a great time for the challenge of personal integrity in the area of libraries and library service. It's time for the integrity to apply the norms, the standards, of adequate library service regardless of our economic situation, we're still the same kinds of humans with the same kinds of needs and desires that people anywhere in the nation have. We must accept these norms and standards as minimums for us in the area of library service. We do not have to accept the excuse that since we don't fit the norm nationally on the basis of per capita income or other economic indicators we can't expect to fit national norms in the area of adequate library service. We do and we must accept national norms as the minimum guidelines in public school education if our young people are to have the opportunities that this

country offers them. The same holds true in higher education. They must have adequate library facilities also as judged by national norms if they are to compete successfully in the opportunities that this country offers them. My mind was changed this morning after I awoke and listened to the eulogy by Ted Kennedy. It's time we looked at things as they

are and recognize that the reason they are as they are is because we have done the job that we have done. It's time for us to recognize that we can only improve when we provide the community leadership that is necessary. We cannot expect the community to lead us in an area we know something about.

Thank you very much.

Trustee Responsibility Under the Law

By GARDNER CROMWELL, Professor of Law
University of Montana Law School

I'm very pleased to have this opportunity to participate in a matter of real consequence for the people of the state. But I really think it's a dirty trick to run a lawyer up almost to the end of his time and tell him he's going to have to quit by 12 o'clock so that you can all eat. I don't suppose that any person planned this with malice aforethought. Whosoever gains, you lose, because it does not leave time to tell some good jokes about experts and lawyers which I happen to cherish. One definition of an expert, as you know, is anyone who is 50 miles from home. Dr. Shannon was talking a moment ago about something he'll be able to say when he gets on the other side of the Rockies. When I get over there I'll be an expert; right now I'm only about 3 blocks from home.

Mrs. Longworth referred to those who were going to speak as "experts". The announcement dated May 13th stated there were to be some "well informed people here to answer all your questions". I don't know about the rest of the people on the panel, but speaking as a lawyer, I know that simply is not possible. I don't want anybody to think that I stand here with all the answers. I will do what I can about a subject called "Trustee Responsibilities Under the Law."

At the beginning, it is important for me to reveal to you a few of my present conceptions. I did not choose the title "Trustee Responsibilities Under the Law" but I think it is a very good one. As I look at the title I would emphasize the word "responsibilities", the preposition "under", and the noun "law". I think we could place the adjective "new" before the word "law", because, although most of the law to which I am going to refer this morning was passed by the last session of the legislature, more than a year ago it changed the Montana law about libraries. What I thought to do on the single sheet (reprinted at the end of this speech) which was handed out to you a moment ago was to reduce to relatively simple form (I hope not too simple) what I read to be the responsibilities and powers which trustees have under Montana law. I began the material with a quotation from the law itself for two reasons. As you can see I asked the typist to capitalize certain words for the purpose of emphasis, and I placed it at the beginning for another reason which is of real consequence.

Whether we like it or not, what lawyers always think about is what will happen if the matter gets into court. This is a lawyer's professional responsibility. He seeks to predict

others' opinions. He is less certain in practice than as a professor, but he recognizes that, even as a professor, his function is to talk about what he thinks will occur if the matter comes before a court. The statement of purpose which appears at the beginning of the sheet is significant because, if a court is ever faced with the task of deciding what responsibilities and powers are, it will help that court decide "what was the legislature thinking about when it passed this new law?" The statement of policy gives the court a context against which to examine all that follows. So it seems to me that as those who are concerned about libraries look at the law they should recognize that there is a very broad statement of policy at the very beginning: "To encourage the establishment, adequate financing, and effective administration of free public libraries and to give the people the fullest opportunity to enrich and inform themselves."

As I did some thinking about what my function was to be, I assumed some risks. One was that many persons would not know exactly what the law provides. The other was an assumption that it would be helpful for them to have stated on one sheet a lot of verbiage which appears on several pages in this green backed pamphlet. Lawyers have occasion from time to time to define the word "law" as common sense as modified by the legislature. One of the great difficulties that legislators have

when they come to reducing to final form a statute which is to cover a multitude of possibilities is that it becomes necessary to use language which is not simple. A third assumption which I made, and which may not be so much in order for this group this morning, is that a large number of the persons participating in the seminars would be trustees. I assumed that it would be helpful for them to have some very quick reference to which they could go when they had a problem.

May I warn at this point that I am not suggesting to you that each of you become his own lawyer. My fellow members of the Montana bar would throw me out of the Bar Association. So I'm not suggesting that each of you become his own lawyer, but I would urge any trustees, county commissioners or members of a city council who have legal problems to go to a lawyer. The place to go to get a legal opinion is, in my view, to a lawyer.

Now, if you will open the green pamphlets to page 9, (I probably will not have the time this morning to go through this in the manner in which I had planned.) I want to demonstrate for you what I have done. If you look particularly at the bottom of the page, where there appears the black lettering heading, "44-222 Board of trustees powers and duties", you will notice in the second line the verb "shall". This may all be completely clear to all of you. It is not clear to others whom I know, so I have sought at

the beginning to point out that when you find the verb "shall" in a statute, it means "must". There is no quarrel about it, the legislature has said you must do it this way. There is no choice.

There is one difficulty, when "shall" appears all alone, it means "must". When it appears in the phrase "shall have power", it means only "may". So, if you will simply for the purpose of illustration, turn to page 10 and look at the second paragraph, which begins with the Arabic numeral 3. In parentheses, you will find the first words "have the power". Now, as the school teachers would say, the helping verb is "shall" which appears in the major part of the statute. When the legislature says a group shall "have the power", what it says is "you may do this"; we, the legislators, have agreed that you as trustees may do this but you are not under a legal obligation to act. With those two illustrations behind us, you can see what I did on the single sheet was to entitle the left-hand column, "Trustees must". That means "shall", as I read the law. The right-hand column there is headed "Trustees may", which may be translated into statutory language as meaning they have the power.

There is at once an advantage to beginning with a new law. The one is that whoever uses it, construes it, acts under it, may give it its force and content. The disadvantage is that you do not have the experience

of others on which to rely when you have a tough question. What I have done in producing these columns of material is to select out of all the verbiage what I conceive to be the meaning. I do not think it would be wise for me to take time this morning to go through this in the manner in which I had planned so let me give some general references. This will mean that you have to read dozens of words to find three or four which are of consequence to you. What I thought to do, too, in the beginning of the column "Trustees must" was to provide some kind of chronology with relation to trustees' functions. You begin with the assumption that a year has to begin somewhere. Under the new law, the trustees' year begins in July. The Commissioners or the Council must appoint the trustees before July and in July, they must have their first meeting. The first duty is to elect a chairman and this must be done annually. (I asked the typist to leave space on the sheet so you could write numerals as you like either at the end of the items or beside the numerals.) Number one in the left hand column, which concerns "Trustees must", you find the source of that power in the section which is numbered 44-221, on page 9. Since most of what I refer to begins with the prefix 44, for your purposes it would be sufficient to write 221 after item number 1 in the left hand column. It also happens to apply to item 1 in the right hand column.

Items 2 and 3 in the left hand column come from section 222, which begins down at the bottom of page 9. I will have more to say about by-laws before we conclude. The trustees have responsibility for adopting by-laws for their own business and for adopting rules for the governing of the library. Mrs. Stevenson made reference to the requirements that the trustees have for establishing policies this morning. There is no doubt about that.

Item 4, the left hand column, requires that trustees establish a central public library. For those of you who are already working with a central library this isn't any problem. If you cut over to the right hand column under "Trustees may" the item which is number 3 but which is on the same line, you see also that the trustees have the power (they are not obliged) to establish branch libraries. All of this material appears in section 222, subsection 2, which is on page 10. By contrast under the old law (I want to make no more reference than is necessary to the old law) the task of establishing a central public library rested in the librarian. You have clearly a change in function here, some new responsibilities which rest in the trustees.

Items 5, 6 and 7 in the left hand column, "Trustees must", are taken from the beginning of section 222, on page 9. (By contrast to the old law, the task of construction, the control of spending, etc., under the old law was controlled by

the county commissioners.) Item 8 (A matter to which I want to have reference later) concerns the obligation of the trustees to prepare separate annual budgets. The authority for this appears in section 222, sub 6, which is on page 10. You will notice that the trustees are obliged to prepare separate budgets for these purposes. This is of consequence because of certain provisions in Montana law which have to do with budgetary limitations. The capital outlays in county budgets are separate from the maintenance budgets. We're talking now not only just about the dry substance of the law but how it is that one goes about this. Implicit in item 8 of course is the fact that everybody—trustees, librarians, library staff, county commissioners, city council,—everybody that is concerned with this is going to have to be concerned about it a long time before the deadline for the submission of the budget. One does not create a budget the day before he is obliged to submit it.

Item 9 makes reference again to two matters—two annual reports. The statutory source of this is again section 222, sub 7, page 10, of the little green book. The first annual report, that is first as it appears in the statute, is to be made to the governing body, the city or the county, and that report must include a financial statement. The second annual report must be made to the Montana State Library. The statute also requires that the trustees make

such report and keep such records as the State Library requires. So trustees can expect that they will receive from the Montana State Library communications on the records which they are obliged to keep.

Item 10: the trustees appoint the chief librarian and set the salary. That's section 223, which appears on page 10, and the trustees have this responsibility; in the old laws, the commissioners had it. I had a conversation a time back with a librarian from another county in the state of Montana. She said that one of the very real problems that she had after the new act came into effect was persuading the county commissioners that they no longer had the power to name her successor. Obviously, this is a matter that librarians and trustees ought to know about.

Item 11, appears in section 223, which is on page 11, in what will come to be known across the state, I hope, as the little green book. The trustees hire and discharge other employees with the recommendation of the chief librarian. Under the old law the librarian did this all alone. We've heard this morning often about cooperation, about getting together with other people. There isn't any doubt that any enterprise such as this is going to be effective only if there is cooperation. I'm not prepared to say, as a lawyer, that if the trustees hire somebody without the recommendation of the chief librarian any court would say: "you can't hire that

person." I'm not prepared to say that because I don't think this language is that certain. But the lesson here is in terms of "cooperation." I should think that the chief librarian and the board of trustees who could not get together to work on such a matter would be in very great trouble. Item 12, appears likewise in section 223, on page 11, and item 13, in section 222, sub 5 is on page 10. In Mrs. Stevenson's remarks this morning, she was talking about the policy, about the attitude, the approach that trustees take toward making the library develop. She made specific reference, as I heard, to provision for employees and librarians attending institutes and matters of that kind. I don't think there would be any doubt but that this could be called a "necessary expense."

Item 14 appears in section 224, on page 11. I capitalized Free and underlined it in red in my copy of this for a couple of reasons. One doesn't have anything to do with my views as a lawyer, but is my concern as an educator, as a citizen, as a parent of 4 children, all of whom have been educated in public schools. All that I emphasize now are the same matters that Mrs. Stevenson and Professor Shannon covered so well as they were speaking about other matters this morning. There is another matter that is of consequence, and that is that certain kinds of federal aid come to libraries only if they are free. I'm not suggesting that trustees may not

provide for fees when they are dealing with patrons who are outside of the corporate entity which is supporting the library, that is a completely different matter.

Finally, in the printed sheet "exercising other powers not inconsistent with law" is a nice broad statement which provides a great deal of room for trustees to move. The important thing to remember about it is that it says "not inconsistent with law." Some place or other, some time or other, somebody is going to get an idea that's going to be inconsistent with law. In fact, my presence here, the fact that we have law school, the fact that there are so many lawyers in the community, prove that people all the time do things that are not consistent with law. These are words, however, to which a great deal of content can be given.

Now, to run very briefly down the right hand side because I want to say something about by-laws and a word or two about some other matters. As I said, the right hand column refers to powers which trustees have which they do not have to exercise. The first as I already told you appears in section 221. Item 2 appears likewise in 221 on page 9 and you notice that I put in quotation marks the statutory language "actual and necessary expenses". This is a matter that is going to have to be worked out by the trustees in consultation with the county commissioners. (There is one "must" in the statute at this

point. It is perfectly clear that trustees must serve without pay.) Item 3, a continuance of the grant of authority to establish central public libraries allows trustees to establish branch libraries. Item 4 is in section 222, sub 3, page 10.

Item 5 is a broad grant of the power to own and hold property. The first power is to own and hold property; the second is "to acquire". This particular means appears in 222, sub 4, page 10. "Devise" is simply an old-fashioned word which means "by" will. That makes it possible for somebody who dies to leave property to the trustees of a library in a will.

Mrs. Longworth said that the language which I had capitalized (I was unaware of this) was not in the original draft. The supposition then would have been that the property would go to the trustees as a body corporate. The legislature added this language, "in the name of the city or county", and that means that the title to the property, the ultimate ownership, would be held by the city as a municipal corporation, or by the county as a subdivision of the state. This obviously would be a matter about which trustees should be concerned. My own view as a lawyer is that nobody ought ever acquire real property without having a lawyer involved in the situation. This would be one of the first things that the lawyer would think about: Who or what is going to be the grantee: He would say: The prop-

erty must go to the City of Missoula or the City of Great Falls or the County of Missoula or the County of Cascade. It cannot go to the trustees of the library in the City of Missoula or whatever.

Items 6 and 7 empower the trustees—that is, it allows them—to accept gifts, grants, donations, etc. This is in sub-section 8 of 222 which appears on page 10. The parenthetical statement following Item 6 is of consequence. These gifts must be kept separate from the library fund, which is raised by taxes. Item 8 is really very, very simple, the kind of power which I suspect trustees would have in any event. It appears in section 224 on page 11. Item 9, which appears in the same section, makes it possible for the trustees to extend library service to persons who are not residents or citizens of the corporate entity in which the library is set. If a city library was not providing contract services for the county, or there was no joint board, city trustees could set terms for the use by county residents. (It seems to me that this would not be a sensible way to do it. It would be preferable for the city and the county to get together, but the power exists for the trustees to do this.)

Item 10, a very broad power, is in section 225 on page 11. Another section of this law, 44-211 on page 5, has been in existence since 1915. It empowers city trustees to contract with county commissioners to function as a county library.

Now let me ask you to turn to the sample by-laws (reprinted at the end of this speech). This is a matter (my time is almost gone) of more consequence than any particular reference to additional statutes. You have a sample form of by-laws. You know from the statutes already that the trustees must develop by-laws. How they're going to be punished if they don't is a question we don't have to concern ourselves about, really; it's just the kind of thing that any responsible, orderly body ought to do. As a person who has had some experience in parliamentary procedure, I think it unwise for any body (except maybe your family) not to have some rules by which to order itself. I think there are people in society who take the view that law is restrictive. My view is exactly the contrary—that the purpose of law is to provide order, not to restrict; the purpose of by-laws then, is to give a group some idea about where they're going.

Trustees should have by-laws. This form, I think, is good. I have some suggestions for alterations; probably I will not have time to go through them in detail. Section 3 must be changed to provide that the first meeting be in July, because the new law says so. In addition (although this may not be added to the by-laws) the trustees must understand that the statute requires that the chief librarian is the secretary of the board. This means that the librarian must keep min-

utes, and also, obviously, that the librarian is going to have to be at the meetings of the trustees.

To those who are going to be chairman for the first time, I would say "Gain some familiarity with Robert's Rules of Order." You're going to have to have some kind of authority. There are several other authorities available — Robert's is the one, I would say, with the greatest degree of sophistication. There is no need to use that, but adopt some standard and abide by it. The worst thing in the world is to have a group which has been rocking along (everybody knows everybody else, you know; no worry about anything) and all of a sudden tempers get short, people don't like each other quite as well as they did and then you're in real trouble. There are several publications on rules, and I should think that any book store or stationary store would have them. The whole purpose of it is to provide simple, quick answers to parliamentary muddles.

There are at least a couple of matters about money that I should mention. The new law provides a limitation on budgetary power. Page 8, 44-220 at the bottom of the page, has to do, not with trustees' responsibility but the responsibility of the Commission. (Mrs. Stevenson made plain this morning that, in her view, the trustees ought to know the responsibilities and powers of others.) The governing body of the city or county has a limitation set on the amount of money

which it may set as a levy for the support of libraries. In the new act, the county is limited to 3 mills and the city to 4½ mills. Once the money is set aside it must be kept in a separate fund; not used for anything else. If I were a library trustee, I would be very jealous of the amount of money that comes into a library, partly because it is probably not going to be enough for what the trustees want to do. The trustees are the only ones that have power to make expenditures out of the fund. Make sure that that occurs, too.

Now, if you will jump way back to the back of the book, page 31, County library budgets, section 16-1904. This limitation has been in Montana law for years. It provides that, in the next year's county budget, the expenditure for any item cannot increase by more than 5% of the amount which was allocated to that particular fund in the preceding year's budget. You notice that this section excepts capital outlay. I think Professor Shannon would know more about this than I, but I'm operating on the assumption that books would be regarded as "capital outlay."

Beginning on page 13 in a Time for Great Things there is a reproduction of the Library Services and Construction Act which provides for the U. S. to funnel money into the states (through the Montana State Library in this instance) to areas which need library service. You must have a plan, you must have a

budget, you must have ideas about buildings. Obviously this concerns planning ahead; local trustees and librarians ought to know about the contents of this act. I'm sorry that the other speakers ruined my ending but there is something in "Minimum Standards" which you must read. If you don't read anything else, read

Mr. Johnson's introductory essay, **Role of the Public Library**. Particularly he points his finger at and puts his hand on the shoulders of, the library trustees. I'm sure that there will be time this afternoon to talk about some of these matters. Thank you for allowing me five minutes overtime.

TRUSTEE RESPONSIBILITY UNDER THE LAW

"It is the purpose of this act to ENCOURAGE the establishment, ADEQUATE financing, and EFFECTIVE ADMINISTRATION of FREE public libraries in this state to give the PEOPLE of Montana the FULLEST opportunity to ENRICH and INFORM themselves through reading." (Section 1, chapter 260, Laws of 1967.) p. 8

TRUSTEES MUST

1. Elect chairman annually. 221-p. 9
2. Adopt bylaws for own business. 222(1) p. 9
3. Adopt rules for governing library. 222(1) p. 9
4. Establish a central public library. 222(2) p. 10
5. Construct or lease library buildings. 222 p. 9
6. Control spending of library fund. 222 p. 9
7. Control operation of library. 222 p. 9
8. Prepare separate annual budgets for: 222(6) p. 10
 - a. Support and Maintenance.
 - b. New construction or capital addition.
9. Make annual reports to: 222(7) p. 10
 - a. Governing body (city or county).
 - b. Montana State Library.
10. Appoint chief librarian and set salary. 223 p. 10
11. Hire and discharge other employees, with recommendation of chief librarian. 223 p. 11
12. Set their salaries and duties. 223 p. 11
13. Pay NECESSARY expenses incurred by library staff on library business. 222(5) p. 10
14. Make use of library FREE to inhabitants of city or county supporting it. 224 p. 11
15. Exercise other powers NOT INCONSISTENT WITH LAW necessary for effective use of library. 222(9) p. 10

TRUSTEES MAY

1. Provide for other officers; elect annually. 221 p. 9
2. Receive payment for "actual and necessary expenses" in performing official duties. 221 p. 9
3. Establish branch libraries. 222(2) p. 10
4. Contract and pay out funds for library services given to or received from: 222(3) p. 10
 - a. Regions
 - b. Counties
 - c. Cities
 - d. School districts
 - e. Educational institutions
 - f. Montana State Library
 - g. Other libraries
5. Own and hold property for use of library IN THE NAME OF THE CITY OR COUNTY acquired by: 222(4) p. 10
 - a. Purchase
 - b. Devise
 - c. Lease
 - d. Otherwise
6. Accept gifts, grants, and donations from any source. (Separate from fund.) 222(8) p. 10
7. Expend them for specific purpose named. 222(8) p. 10
8. Exclude from use of library persons who WILLFULLY violate rules. 224 p. 11
9. Extend library privileges to persons outside city or county on terms set. 224 p. 11
10. Cooperate, merge, or combine with boards or other educational institutions, library agencies, and local political subdivisions to provide library services. 225 p. 11
11. See also 44-211 p. 5

Reference is made to Chapter 44 of RCM as reprinted in
Library Laws of Montana

SAMPLE BY-LAWS USED BY SOME MONTANA LIBRARY BOARDS

RULES FOR THE GOVERNMENT OF THE BOARD OF TRUSTEES OF _____ LIBRARY

1. Regular meetings shall be held on the _____ of each calendar month at 1 P.M. in the _____ library or such other time and place as the Board may determine.
2. Special meetings may be held at any time at the call of the Chairman or Secretary or at the call of any two members of the Board, provided that notice thereof be given to all Trustees in advance of the meeting.
3. The officers of the Board shall be a Chairman and a Vice-Chairman. Their term of office shall be for one year coinciding with the fiscal year beginning July 1. They shall be elected at the first regular meeting in each fiscal year and shall remain in office until their successors are elected and qualified. The Head Librarian shall serve as Secretary to the Board.
4. The duties of all officers shall be such as by custom and law and the rules of this board usually devolve upon such officers in accordance with their names.
5. The order of business at all regular meetings of the Board shall be as follows:

Roll call
Disposition of minutes of previous meeting
Communications
Report of the Librarian
Financial Report
Reports of Committees
Unfinished Business
New and miscellaneous business

6. Roberts Rules of Order shall govern in the parliamentary procedure of the Board.
7. The Head Librarian shall be the executive director of the policies adopted by this Board. Among his duties and responsibilities shall be the direction and supervision of all staff members in the performance of their duties, the submission to this Board of monthly and annual reports and recommendation to the Board of such policies and procedures as in the opinion of said Head Librarian will promote the efficiency of the Library in its service to the people of the community.
8. Amendments to these rules may be proposed at any regular meeting but may become effective only after a favorable vote at a subsequent meeting. Any of the foregoing rules may be temporarily suspended by a unanimous vote of all the Trustees present at any meeting and the vote on such suspensions shall be taken by yeas and nays and entered in the official record.

Montana Trustees and the American Library Trustees Association

By VELMA PEMBERTON, Chairman, Montana State Library Commission

Just four years ago this month I was privileged to attend my first American Library Trustee Conference. This was held in St. Louis with its then uncompleted stainless steel arch as a reminder of this country's expansion to the West. Here it was the aim of library trustees to review the fundamentals of trusteeship, to accept the challenge to return to our home communities and plug the gaps in our trustee know-how through reading, study, discussion, and consultation.

Before I attended these discussion meetings, I was sure that nowhere except in Montana did trustees have to face the problems we have had here. However, before the Conference was over, I learned that all of us share the same obstacles to progress, and that we are all working together for our common aim which is to provide library service to everyone—everywhere.

At Detroit in early July, 1965, trustees and the Library Administration Division held a joint institute on library buildings, racing to aid library boards confronted with the need for expansion. In ALTA's Pre-Conference Workshop, trustees labored to develop criteria for buildings. Here I learned many things; in fact, a whole new world was opened to me, for I discovered why it is desirable for libraries to

be located in the down-town area of our cities, that libraries must provide for other activities as well as for reading, and probably most important of all is that libraries can be built with economy yet lend beauty to the entire area.

Conference time is an exciting though exhausting time for those who attend, but what we receive is certainly well worth the effort we put forth.

In early September of 1967 our National President, C'Ceal Coombs, of Yakima, Washington called me to ask if I would please help her and accept the appointment as Regional Director of Region V, as Mrs. Marguerite Laughlin of Moscow, Idaho, had found that she could not continue with the position. I accepted knowing that there would be an extremely busy time ahead, but Mrs. Coombs had been so very considerate of me at different times, how could I possibly have refused her. Then too, ALTA had won the J. Morris Jones — World Book Encyclopedia ALA Goals Award which amounted to \$9,000.00, so the activities in which I would be involved were to be most challenging.

Perhaps I should explain to you just what the J. Morris Jones Goals Awards is: Each year the division of ALA which submits and is

judged as having the most worthwhile project for the coming year is awarded a money prize with which to carry on this program. Since ALTA received the award for 1967, plans were forthcoming to carry out the aims of this project which I shall relate here.

The first phase of ALTA's J. Morris Jones Award project was named TOAST, for Trustee Organization Association Survey Team, and the work of this fine group of people was completed by the 1968 Mid-Winter meeting.

The award was made to ALTA for the purpose of learning how the division can be effective in working to strengthen and assist State Library Trustee Organizations. I would like to quote the statement in the application for the award. "As the American Library Trustee Association has grown in strength and maturity, it has become increasingly apparent to it that one of its major areas of interest must be service to library trustees in the regional, state, and local areas. Trustees must know how to perform their functions on the ground level in order to cooperate in the improvement and expansion of the library services needed across the nation. Also, more trustees must learn to extend themselves in work beyond their own boards in order to know the direction of library service today."

Planning for the project was done by the ALTA Board of Directors at a meeting in Chicago in Sep-

tember and continued at Midwinter when preliminary findings were available.

Phase one was concerned with the in-depth face-to-face interview with eight Library Trustee Organizations in states selected for strong trustee involvement. These states were New Hampshire, New Jersey, Washington, Oregon, Nevada, Tennessee, and Missouri. In early November the members of the team had returned from the East and were to meet at the Seattle Public Library with trustees from the state of Washington. I accepted the invitation they so graciously extended to me and at my own expense, traveled to Seattle and sat in on the all day session. Here the Regional Directors and members of the TOAST Team served as listeners and were able to glean much information regarding the involvement of trustees in library activities throughout this particular state. It was anticipated that there would be common denominators among the state groups interviewed — perhaps in structure, communication, development of leadership, publications, techniques, which would provide guides to other trustee organizations. How I longed to be able to accompany the TOAST Team to the remaining states, for the findings were most interesting; but after all, I wasn't a regular member and duty was calling me home.

There were several things which I would like to tell you about here, for I think you may be interested

to know how the Washington trustees feel about their involvement in the library world. They feel an obligation to the young people of their state in helping to secure for them the best education possible. Through doing all they can to see that there is adequate library service for the youth, they feel that in some way they are contributing to the future of our country. Many people in sparsely settled areas have no idea what they are missing when they turn their backs on educational needs. What they don't realize is that the young people are the ones who suffer from inadequate libraries which fail to meet the educational and recreational reading needs of the community.

To return to the TOAST program—the reports of this committee were most interesting when they were read at Midwinter, and though they had traveled many miles since the last I had seen them, the members were enthusiastic and excited, for the program was producing even more than they had hoped.

Phase two was a planning and execution of a pilot workshop for trustee association leaders from Arkansas, Illinois, Iowa, and Missouri which was held May 16, 17, and 18th in St. Louis. With the other Regional Directors I was invited to attend. The meetings were held in Bel Aire East with trustees from the four representative states meeting by themselves and bringing information to members of the Executive Board for consideration and

evaluation. The pilot workshop was expected to provide a pattern which could be borrowed by other states or regions, together with published material of value to any state seeking to expand the education and effectiveness of state library organizations.

I wish we had time to discuss every one of the elements of strength from the research which has been done, and perhaps I shall be able to mail you copies of the conclusions; but right now I shall simply present the main headings which contribute to strong trustee organizations.

First, there is the structure of the organization under which will come items concerning the by-laws, constitution, and so on.

Second, Activities, under which cooperative effort when applicable with other library groups and with civic and governmental groups is suggested.

The third item concerns itself with funding and budgeting which is perhaps, the most difficult task of the library trustee. Under this heading there appear many items. I personally feel that long range planning to obtain fully adequate funds is the most important.

The last main topic concerns itself with the relationship to the state library agency under which we find the following sub-topics.

- 1) Close cooperation with the State Library Agency.
- 2) Participation by the state li-

brary agency in planning and implementation of trustee activity.

3) Use of the state library agency as a resource in program planning, promotion, and communication.

This last main topic is the subject which will be discussed at our Regional meetings during the Conference in Kansas City the latter part of this month.

Personally, I feel that the Pilot Workshop was a huge success, and plans are now being formulated as to the application of the results to the programming which will be under discussion at the Atlantic City Conference in 1969. If you are unable to attend the meetings in Kansas City, I hope you make plans to be with us in Atlantic City next summer.

Montana trustees have a lot to offer the people of other states and we can learn much from their activities.

ALTA again made application for the J. Morris Jones-World Book Encyclopedia ALA Goals Award stating that the use of the money will go toward strengthening cooperation with Trustee Groups in ALA Chapters through extension of the results of the ALTA 1967 Goals Award Project. It would be wonderful if ALTA again received the award, but it has never been won by the same division two years in succession, so the findings of the TOAST Team and Pilot Workshop will probably come to the local

level through your new Regional Director, Mr. John Veblen, Attorney from Seattle, Washington.

I would like to take this opportunity to urge you to become members of ALTA so that you may keep informed of the progress which is being made by this organization. Not only will this group serve as a help to you, but it will keep you inspired and interested in every phase of library work, for there is nothing so helpful as being able to discuss your problems with people from other areas whether it be in Montana or the entire library world.

I wish to conclude with a quotation by Roy Pearson, Dean, Andover Newton Theological Seminary, which concerns Edwin Markham's "Circle for Love."

"He drew a circle that shut me out—

Heretic, rebel, a thing to flout.
But Love and I had the wit to win:

We drew a circle that took him in."

"So much of life is spent in keeping other people out of it. Private rooms and houses, private clubs and offices, private roads and beaches — with all of them the point is the same: 'This isn't your property. It's mine. Keep Out! Of course, in one sense, a circle that shuts the world out is needed by everyone. We all need places of refuge. We are all porcupines, and our quills are less troublesome if there is a little space around us.

"But there is another sense in which the bigness of a human being can be measured by the circles he draws to take the world in. Some of us are too small to draw a circle larger than ourselves. Others go a little further and include our families. Still others draw the line at the edges of their own race or color, their own social group or political party, their own religion or nation. And the people are too few who have the bigness of interest and compassion to draw a circle large enough for all.

"All of us go around in circles, and there are times when 'good fences make good neighbors.' But the smaller the circle, the smaller the man. A strong man is not afraid of people different from him-

self, and a wise man welcomes them. If he knows nothing else, he knows that human beings have no place to live except the earth and that unless we want to die together, we must learn to live together. But the wise man probably knows too, that when he draws a circle to shut out his brother, he does less damage to his brother than he does to himself. He puts himself in solitary confinement, and he locks the door from the inside. He denies himself the riches of other men's experience. He starves his own mind, and he hardens his own heart.

"When a wise man names his brothers, he draws no circle smaller than the first one ever drawn on earth. In the beginning, God gave the world its shape. He made it round."

The Trustee in the Legislative Process

By MARGARET WARDEN, Chairman, Legislative Committee
Montana Library Association

As chairman of the Montana Library Association Legislative committee for some eight years or four terms of the Montana Legislature, I'm delighted to meet many of you for the first time.

Lobbying is one of the most worthwhile and interesting jobs I've ever undertaken. A lobbyist is a valuable part of our democratic process. An informed, pleasant and helpful lobbyist who tells the **truth** to lawmakers makes the lawmaker's work easier. With thousands of sheets of material passing over the desk of each legislator, a brief and concise report on a bill or appropriation need saves him valuable time. The library lobby is recognized as such a lobby. Each of the 310 people on the legislative committee for the 1967 term did a superb job for our program was successful. This coming session next January is an important one. We must consolidate our gains and obtain fully supported state funds with which to operate the state library.

We need 560 people, 10 from each county in the state on our committee. Can you help me to find these people? It is necessary to write, see or call your representative or senator when the appropriation bill is up for hearing to prove to him people in his area want better library service.

One of the ways to influence your representative or senator is to know a good friend whose counsel that person respects. Present the library picture to this person in a concise manner, clearly showing him what is currently being done in your county and what is still needed to be done. With this sort of information, you are making a face-to-face contact that cannot be underestimated. I have found that if a person can put a face to a name, he'll usually remember that name and be more interested in promoting a program.

The trustee or member of the legislative committee is in truth doing public relations. The library image can be improved by your active participation as you talk and write about libraries. Their needs are great in Montana.

We are always looking for new and fresh ideas on how to improve our contacts. If you have an idea, call me collect and we'll try to use it.

When a community, county, federation or people in the state get behind support for a great library program they will get it. Librarians have a vested interest, but you, as a trustee, are all-powerful.

In the 1967 session of the Montana Legislature in Helena, many of the representatives and senators

went committed to boost the library program. People in their own communities informed them what was being done on a local level, their county level and their federation level. They were told how the State Library, under Ruth Longworth's superior guidance, provided direction for better library service; provided more books; more building and equipment; held workshops to train workers in better and newer library methods, and in general; helped the entire state picture.

In 1967, three laws were passed. One provided a uniform law for public libraries, whether city or county, spelled out the responsibilities of the board of trustees and raised the mill levy to 3 mills for counties and 4½ mills for towns and cities. The second law provided for inter-library cooperation between libraries in the state and adjoining states. The third provided that the state Library serve as a distribution center for state publications.

The budget was raised substantially but in the next session it must be raised to \$325,000 for each year of the biennium. That is what it will actually take to operate the State Library in Helena; paying rent and running expenses; salaries, buying books and to provide the vital matching funds for federal programs under the Federal Library Services and Construction Act and to provide matching funds for the three new titles.

As a member of the legislative committee of the Montana Library Association it is your responsibility to contact the representatives and senators from your county to tell them what your area has in the way of library service; how the State Library helps you and how local service can be improved with the additional funds supplied on the state level and why you are interested. Much of this material will be provided and I am asking that the chairman of the county legislative group contact each of you with pertinent information from your own area.

Whether you live in a lonely, isolated area or in a metropolitan area you are entitled to the best of library service. Through the service from a federation of libraries, the bookmobile makes available all the resources of the large central collection to the least citizen, no matter how far away he lives from the central library.

What are you as a Trustee prepared to expend to promote better library service in your town, county, state and nation?

Let's start on the local level. Trustees get the preliminary library budget from the librarian, to study, make recommendations and changes and finally to approve. Meetings with the city council, city manager or mayor, and ways and means committee follow. Remember, cities are allowed to levy up to 4½ mills for library service only.

It is vital to know why certain items are in the budget, why certain salaries are higher and why more money is needed for books or capital outlay.

Each trustee meeting with city officials must be so familiar with all budget items that he can defend it and prove its worth to the council. Never is there enough money to go around but we must work to get the maximum service for our community, and to provide the maximum funds with which to do this job. If you know the facts, the lawmakers will respect your judgment.

On the county level, the commissioners approve the budgets. Talk to these men and explain the needs of your part of the county. They always hear from the "agin'er" but very seldom from those who are "for" better services. If your county has no service, and about 13 counties do not have, or has not adequate service through branch libraries or bookmobiles, mobilize other interested citizens to talk and write to the commissioners. Elected officials listen to those who elect them. Let them know you want good and adequate services. Stand up and be counted!

One of the most wonderful laws for Montana is the Library Services and Construction Act. Title I provides for extended service to libraries; Title II, construction funds; Title III, Interlibrary Cooperation; Title IV, Part A, service to in-

stitutions, and Part B, Library Services to the physically handicapped.

In order to obtain federal matching funds, it is necessary to have a basis for matching funds. The State Library is preparing a budget of \$325,000 for each year of the 1969-70 biennium. This will provide adequate funds for the operation of the State Library. This will provide adequate funds to match federal programs under Titles III and IV, A and B.

It is our job to see that each member of our legislature knows what will be done with this money and why we need it.

When the Montana State Prison at Deer Lodge received a shipment of boxes of books from the State Library under the service to institutions program, a great lack of enthusiasm was noted. In the past, boxes of discarded books had made their way to the prison and little of interest or current value was in them. As the boxes were opened, quickened interest and excitement lit up the faces of the men working at it. They found so many books that were readable, that in a short time all of the books had been taken out by the prisoners. A new light had come into a dark place through books.

Montana has always been prepared to use matching funds from these programs because our State Library was one of the first in the nation to have a plan accepted by HEW.

In Montana there have been more returns from each tax dollar spent for library service than for any of the other federal programs. Fantastic development is apparent

in the last eight years in service. Libraries provide food for the mind and better informed citizens strengthen our democracy.







